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October 15, 1992

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Office of Pollution Prevention and Toxics
Environmental Protection Agency
401 M Street., S.W.
Washington, D.C. 20460
Attn: Section 8(e) Coordinator (CAP Agreement)

Dear Coordinator:

8ECAP-0025

On behalf of the Regulatee and pursuant to Unit II B.1.b. and Unit II C of the 6/28/91CAP Agreement, E.I. Du Pont de Nemours and Co. hereby submits (in triplicate) the attached studies. Submission of this information is voluntary and is occasioned by unilateral changes in EPA's standard as to what EPA now considers as reportable information. Regulatee's submission of information is made solely in response to the new EPA §8(e) reporting standards and is not an admission: (1) of TSCA violation or liability; (2) that Regulatee's activities with the study compounds reasonably support a conclusion of substantial health or environmental risk or (3) that the studies themselves reasonably support a conclusion of substantial health or environmental risk.

The "Reporting Guide" creates new TSCA 8(e) reporting criteria which were not previously announced by EPA in its 1978 Statement of Interpretation and Enforcement Policy, 43 Fed Reg 11110 (March 16, 1978). The "Reporting Guide states criteria which expands upon and conflicts with the 1978 Statement of Interpretation. Absent amendment of the Statement of Interpretation, the informal issuance of the "Reporting Guide" raises significant due processes issues and clouds the appropriate reporting standard by which regulated persons can assure TSCA Section 8(e) compliance.

For Regulatee

Mark H. Christman

Counsel

Legal D-7158

1007 Market Street

Wilmington, DE 19898

(302) 774-6443

2/15/95

ATTACHMENT 1

Submission of information is made under the 6/28/91 CAP Agreement, Unit II. This submission is made voluntarily and is occasioned by recent changes in EPA's TSCA §8(e) reporting standard; such changes made, for the first time in 1991 and 1992 without prior notice and in violation of Regulatee's constitutional due process rights. Regulatee's submission of information under this changed standard is not a waiver of its due process rights; an admission of TSCA violation or liability, or an admission that Regulatee's activities with the study compounds reasonably support a conclusion of substantial risk to health or to the environment. Regulatee has historically relied in good faith upon the 1978 Statement of Interpretation and Enforcement Policy criteria for determining whether study information is reportable under TSCA §8(e), 43 Fed Reg 11110 (March 16, 1978). EPA has not, to date, amended this Statement of Interpretation.

After CAP registration, EPA provided the Regulatee the June 1, 1991 "TSCA Section 8(e) Reporting Guide". This "Guide" has been further amended by EPA, EPA letter, April 10, 1992. EPA has not indicated that the "Reporting Guide" or the April 1992 amendment supersedes the 1978 Statement of Interpretation. The "Reporting Guide" and April 1992 amendment substantively lowers the Statement of Interpretation 's TSCA §8(e) reporting standard². This is particularly troublesome as the "Reporting Guide" states criteria, applied retroactively, which expands upon and conflicts with the Statement of Interpretation.³ Absent amendment of the Statement of Interpretation, the informal issuance of the "Reporting Guide" and the April 1992 amendment clouds the appropriate standard by which regulated persons must assess information for purposes of TSCA §8(e).

²In sharp contrast to the Agency's 1977 and 1978 actions to soliciting public comment on the proposed and final §8(e) Policy, EPA has unilaterally pronounced §8(e) substantive reporting criteria in the 1991 Section 8(e) Guide without public notice and comment, See 42 Fed Reg 45362 (9/9/77), "Notification of Substantial Risk under Section 8(e): Proposed Guidance".

³A comparison of the 1978 <u>Statement of Interpretation</u> and the 1992 "Reporting Guide" is a appended.

Throughout the CAP, EPA has mischaracterized the 1991 guidance as reflecting "longstanding" EPA policy concerning the standards by which toxicity information should be reviewed for purposes of §8(e) compliance. Regulatee recognizes that experience with the 1978 Statement of Interpretation may cause a review of its criteri. Regulatee supports and has no objection to the Agency's amending reporting criteria provided that such amendment is not applied to the regulated community in an unfair way. However, with the unilateral announcement of the CAP under the auspices of an OCM enforcement proceeding, EPA has wrought a terrific unfairness since much of the criteria EPA has espoused in the June 1991 Reporting Guide and in the Agency's April 2, 1992 amendment is new criteria which does not exist in the 1978 Statement of Interpretation and Enforcement Policy.

The following examples of new criteria contained in the "Reporting Guide" that is not contained in the <u>Statement of Interpretation</u> follow:

- o even though EPA expressly disclaims each "status report" as being preliminary evaluations that should <u>not</u> be regarded as final EPA policy or intent⁴, the "Reporting Guide" gives the "status reports" great weight as "sound and adequate basis" from which to determine mandatory reporting obligations. ("Guide" at page 20).
- o the "Reporting Guide" contains a matrix that establishes new numerical reporting "cutoff" concentrations for acute lethality information ("Guide" at p. 31). Neither this matrix nor the cutoff values therein are contained in the <u>Statement of Interpretation</u>. The regulated community was not made aware of these cutoff values prior to issuance of the "Reporting Guide" in June, 1991.
- othe "Reporting Guide" states new specific definitional criteria with which the Agency, for the first time, defines as 'distinguishable neurotoxicological effects'; such criteria/guidance not expressed in the 1978 <u>Statement of Interpretation.</u>5;
- othe "Reporting Guide" provides new review/ reporting criteria for irritation and sensitization studies; such criteria not previously found in the 1978 <u>Statement of Interpretation/Enforcement Policy</u>.
- othe "Reporting Guide" publicizes certain EPA Q/A criteria issued to the Monsanto Co. in 1989 which are not in the <u>Statement of Interpretation</u>; have never been published in the <u>Federal Register</u> or distributed by the EPA to the Regulatee. Such Q/A establishes new reporting criteria not previously found in the 1978 <u>Statement of Interpretation/Enforcement Policy</u>.

⁴The 'status reports' address the significance, if any, of particular information reported to the Agency, rather than stating EPA's interpretation of §8(e) reporting criteria. In the infrequent instances in which the status reports contain discussion of reportability, the analysis is invariably quite limited, without substantial supporting scientific or legal rationale.

⁵ See, e.g., 10/2/91 letter from Du Pont to EPA regarding the definition of 'serious and prolonged effects' as this term may relate to transient anesthetic effects observed at lethal levels; 10/1/91 letter from the American Petroleum Institute to EPA regarding clarification of the Reporting Guide criteria.

In discharging its responsibilities, an administrative agency must give the regulated community fair and adequate warning to as what constitutes noncompliance for which penalties may be assessed.

Among the myriad applications of the due process clause is the fundamental principle that statutes and regulations which purport to govern conduct must give an adequate warning of what they command or forbid.... Even a regulation which governs purely economic or commercial activities, if its violation can engender penalties, must be so framed as to provide a constitutionally adequate warning to those whose activities are governed.

Diebold, Inc. v. Marshall, 585 F.2d 1327, 1335-36 (D.C. Cir. 1978). See also, Rollins Environemntal Services (NJ) Inc. v. U.S. Environmental Protection Agency, 937 F. 2d 649 (D.C. Cir. 1991).

While neither the are rules, This principle has been applied to hold that agency 'clarification', such as the <u>Statement of Interpretation</u>, the "Reporting Guide" nor the April 1992 amendments will not applied retroactively.

...a federal court will not retroactively apply an unforeseeable interpretation of an administrative regulation to the detriment of a regulated party on the theory that the post hoc interpretation asserted by the Agency is generally consistent with the policies underlying the Agency's regulatory program, when the semantic meaning of the regulations, as previously drafted and construed by the appropriate agency, does not support the interpretation which that agency urges upon the court.

Standard Oil Co. v. Federal Energy Administration, 453 F. Supp. 203, 240 (N.D. Ohio 1978), aff'd sub nom. Standard Oil Co. v. Department of Energy, 596 F.2d 1029 (Em. App. 1978):

The 1978 Statement of Interpretation does not provide adequate notice of, and indeed conflicts with, the Agency's current position at §8(e) requires reporting of all 'positive' toxicological findings without regard to an assessment of their relevance to human health. In accordance with the statute, EPA's 1978 Statement of Interpretation requires the regulated community to use scientific judgment to evaluate the significance of toxicological findings and to determining whether they reasonably support a conclusion of a substantial risk. Part V of the Statement of Interpretation urges persons to consider "the fact or probability" of an effect's occurrence. Similarly, the 1978 Statement of Interpretation stresses that an animal study is reportable only when "it contains reliable evidence ascribing the effect to the chemical." 43 Fed Reg. at 11112. Moreover, EPA's Statement of Interpretation defines the substantiality of risk as a function of both the seriousness of the effect and the probability of its occurrence. 43 Fed Reg 11110 (1978). Earlier Agency interpretation also emphasized the "substantial" nature of a §8(e) determination. See 42 Fed Reg 45362, 45363

(1977). [Section 8(e) findings require "extraordinary exposure to a chemical substance...which critically imperil human health or the environment"].

The recently issued "Reporting Guide" and April 1992 Amendment guidance requires reporting beyond and inconsistent with that required by the <u>Statement of Interpretation</u>. Given the statute and the <u>Statement of Interpretation</u>'s explicit focus on substantial human or environmental risk, whether a substance poses a "substantial risk" of injury requires the application of scientific judgment to the available data on a case-by-case basis.

If an overall weight-of-evidence analysis indicates that this classification is unwarranted, reporting should be unnecessary under §8(e) because the available data will not "reasonably support the conclusion" that the chemical presents a <u>substantial</u> risk of serious adverse consequences to human health.

Neither the legislative history of §8(e) nor the plain meaning of the statute support EPA's recent lowering of the reporting threshold that TSCA §8(e) was intended to be a sweeping information gathering mechanism. In introducing the new version of the toxic substances legislation, Representative Eckhart included for the record discussion of the specific changes from the version of H. R. 10318 reported by the Consumer Protection and Finance Subcommittee in December 1975. One of these changes was to modify the standard for reporting under §8(e). The standard in the House version was changed from "causes or contributes to an unreasonable risk" to "causes or significantly contributes to a substantial risk". This particular change was one of several made in TSCA §8 to avoid placing an undue burden on the regulated community. The final changes to focus the scope of Section 8(e) were made in the version reported by the Conference Committee.

The word "substantial" means "considerable in importance, value, degree, amount or extent". Therefore, as generally understood, a "substantial risk" is one which will affect a considerable number of people or portion of the environment, will cause serious injury and is based on reasonably sound scientific analysis or data. Support for the interpretation can be found in a similar provision in the Consumer Product Safety Act. Section 15 of the CPSA defines a "substantial product hazard" to be:

"a product defect which because of the pattern of defect, the number of defective products distributed in commerce, the severity of the risk, or otherwise, creates a substantial risk of injury to the public." Similarly, EPA has interpreted the word 'substantial' as a quantitative measurement. Thus, a 'substantial risk' is a risk that can be quantified, See, 56 Fed Reg 32292, 32297 (7/15/91). Finally, since information pertinent to the exposure of humans or the environment to chemical substances or mixtures may be obtained by EPA through Sections 8(a) and 8(d) regardless of the degree of potential risk, §8(e) has specialized function. Consequently, information subject to §8(e) reporting should be of a type which would lead a reasonable man to conclude that some type action was required immediately to prevent injury to health or the environment.

Attachment

Comparison:

Reporting triggers found in the 1978 "Statement of Interpretation/ Enforcement Policy", 43 Fed Reg 11110 (3/16/78) and the June 1991 Section 8(e) Guide.

TEST TYPE	1978 POLICY CRITERIA EXIST?	New 1991 GUIDE CRITERIA EXIST?
ACUTE LETHALITY		
Oral Dermal Inhalation (Vapors) aerosol dusts/ particles	N} N} } ⁶ N} N}	Y} Y} Y} Y}
SKIN IRRITATION	N	Y ⁸
SKIN SENSITIZATION (ANIMA	ALS) N	Y ⁹
EYE IRRITATION	N	Y ¹⁰
SUBCHRONIC (ORAL/DERMAL/INHALATION	N) N	Y ¹¹
REPRODUCTION STUDY	N	Y ¹²
DEVELOPMENTAL TOX	Y ¹³	Y ¹⁴

⁶43 Fed Reg at 11114, comment 14:

[&]quot;This policy statements directs the reporiting of specified effects when unknown to the Administrator. Many routine tests are based on a knowledge of toxicity associated with a chemicalL unknown effects occurring during such a range test may have to be reported if they are those of concern tot he Agency and if the information meets the criteria set forth in Parts V and VII."

⁷Guide at pp.22, 29-31.

⁸Guide at pp-34-36.

⁹Guide at pp-34-36. ¹⁰Guide at pp-34-36.

¹¹Guide at pp-22; 36-37.

¹²Guide at pp-22

¹³⁴³ Fed Reg at 11112

[&]quot;Birth Defects" listed.

¹⁴Guide at pp-22

NEUROTOXICITY	N	Y ¹⁵
CARCINOGENICITY	y 16	Y ¹⁷
MUTAGENICITY		
In Vitro In Vivo	Y} ¹⁸ Y}	Y} 19 Y}
ENVIRONMENTAL		
Bioaccumulation Bioconcentration Oct/water Part. Coeff.	Y} Y} ²⁰ Y}	N N N
Acute Fish	N	N
Acute Daphnia	N	N
Subchronic Fish	N	N
Subchronic Daphnia	N	N
Chronic Fish	N	N
AVIAN		
Acute Reproductive Reproductive	N N N	N N N

¹⁵Guide at pp-23; 33-34. ¹⁶43 <u>Fed Reg</u> at 11112 "Cancer" listed

¹⁷ Guide at pp-21.
1843 Fed Reg at 11112; 11115 at Comment 15
"Mutagenicity" listed/ in vivo vs invitro discussed; discussion of "Ames test".

^{19 &}lt;u>Guide</u> at pp-23. 2043 <u>Fed Reg</u> at 11112; 11115 at Comment 16.

CAS # 100-20-9

Chem: Terephthaloyl chloride (TCl)

Title: Acute inhalation toxicity

Date: 7/15/71

Summary of Effects: Highly toxic

9E Jr. Maynard, C. W. Maynard, A. W. DeGra£f Copies to:

Haskell Lab ratory for Toxicology and Industrial Medicine E. I. du Pont de Nemours and Company

HASKELL LABORATORY REPORT NO. 236-71

MR NO. 1415

Other Codes: PJ-2; Lot No. 1776-149 9489 Haskell No.: Material Submitted by: A. W. DeGraff, Organic Chemicals Department Jackson Laboratory Material Tested: Terephthaloyl chloride (TCl)

ACUTE INHALATION TOXICITY

Nitrogen was passed through the nebulizer to carry the vapors into a 16-liter bell-jar containing six young adult ChR-CD The compound was put in a three-neck glass flask in a heated (110°C) mineral oil bath. Aerosols of the compound were prepared from this molten TCl by a stainless steel (SS) nebulizer submerged into the melt. male rats weighing 250-280 grams. Oxygen and diluting air were added to the stream prior to entering the exposure chamber to give $20\% \, 0_2 \, (v/v)$ in the chamber atmosphere and to adjust the concentration.

n-Heptane was the scrubbing The concentration of TCl was determined at least tnree times during each four-hour exposure by drawing a known volume of chamber atmosphere through two impingers in series. The solution was analyzed by ultraviolet light absorption at 254 m,. solvent.

There was histopathologic examination of selected tissues.*

Results

Clinical Signs	Post-Exposure	ng, other- Down to 82% of their initial body weight on the 1st day. This group used for serial sacrifice	face Down to 76% of their initial body beight on the 2nd day post-exposure. Normal recovery thereafter	avy Down to 83% of their initial body rom $2\frac{1}{2}$ weight on the lst day of recovery. Normal recovery thereafter
	During Exposure	Slight difficulty in breathing, other-wise normal	Heavy breathing, occasional face pawing, gasping. Death at $2\frac{1}{2}$ hours	Lacrimation, face pawing, heavy breathing, gasping, Deaths from $2\frac{1}{2}$
Mortality	Ratio	9/0	1/6	2/6
Average Analytical	Conc. (mg/L)	0.12	0.38	09*0

Results: (Continued)

Average Analytical Conc. (mg/L) 0.66	Mortality Ratio 3/6	Same clinical signs as above, two deaths from 3rd hour	One of the four surviving rats died, while the rest were down to 82% of their initial body weight 1st day post- exposure. One rat was still losing weight while the others started to
2.31	9/9	Gasping, face washing from the 1st five minutes of the exposure. 6/6 deaths from the 1st hour	down to 75% of his initial body weight on the 5th day of recovery and gained normally thereafter

2.31 mg/L were also necropsied for gross and histopathologic examination. Gross examination at necropsy revealed Rats were sacrificed at one, two, and six days after exposure to 0.12 mg/L and 14 days after exposure to 0.6 mg/L. The rat which died during exposure to 0.38 mg/L TC! and one of those which died during exposure to severe pulmonary edema and congestion. Pathology:

Slight pulmonary congestion and edema were still noted in rats sacrificed one day post-exposure. They also showed acute necrotic tracheobronchitis, hyperplasia of granular alveolar cells and depletion of hepatic cell glycogen.

The rats sacrificed two days post-exposure showed no evidence of pulmonary edema, but glycogen depletion of the hepatic cells was still evident. Rats sacrificed on six and 14 days post-exposure exhibited regeneration of the tracheobronchial epithelium and had normal amounts of glycogen in the hepatic cells.

SUBACUTE INHALATION TOXICITY

Six male ChR-CD rats (250-280 grams initial body weight) were exposed to the same concentration for four hours The concentration of test material in the exposure chamber was analyzed as in acute exposures per day for ten days. Six control rats of the same strain and birth date were exposed to air for the same Procedure: The same procedure used for the acute inhalation toxicity test was used for the subacute test. twice during each exposure. Gross and histopathologic examinations were performed on three rats from each group (test and control) after the last exposure and 14 days post-exposure. period of time.

Results:

Average Concentration (mg/L)

 0.087 ± 0.010

One rat gasped Rats did not gain weight normally. Slight irregular respiration, During Exposure: occasionally.

Clinical Signs

Post-Exposure: Normal rate of weight gain

Pathology: No significant histopathological changes ascribable to the test compound were found in the rats that were exposed to $0.087~\mathrm{mg/L}$ for four hours per day for ten exposures.

CLASS B POISON TEST**

Procedure: The same procedure was used for this test as for the acute inhalation exposures. Ten male ChR-CD rats weighing 251-288 grams were exposed to 1.8 mg/L of TCl for one hour. After exposure, they were taken to their regular housing cages for at least 48 hours observation.

Analytical Conc. (mg/L)

Results:

1.8

Lacrimation, difficulty in breathing, gasping, pale

of their initial	Norma1	
Down to 88% of thei	. 1/10 found dead.	proaftor
First Day:	body weight.	recovery thereafter

Post-Exposure

Clinical Signs

Terephthaloyl chloride, having an LC50 of 0.7 mg/L (95% C.L. 0.46 - 1.66)*** for a four-hour rat exposure, is highly toxic by inhalation. Summary:

Repeated exposures of a group of rats to 0.087 ± 0.01 mg/L TCl four hours per day for ten days suppressed growth rate during the period of exposures whereas growth rate was normal duirng recovery. In the rats exposed to 0.12 mg/L TCl and killed one day post-exposure, prominent proliferation of the granular alveolar cells was observed. This condition was transient as it was not present in animals that were killed six days post-exposure.

Depletion of glycogen in the hepatic cells was considered a transient change due to stress and anorexia following exposure and reflected the nutritional condition of the test rats.

The compound is not a Class B poison.

Tissues examined included: lungs, liver, kidney, brain, lymph nodes, spleen, testes, gastrointestinal tract, thyroid, adrenal, skin, bone marrow, pancreas. epididymis, thymus, and eye

-34

- Agent T. C. George's Tarriff No. 23, Hazardous Materials Regulations of the Department of Transportation issued August 3, 1969, Effective September 3, 1969, p. 111, paragraph 173.343 ţ
- Statistical analysis by method of Litchfield, J. T., Jr. and F. Wilcoxon, J. Pharmacol. and Expt'l. Therap., $(6761) 66:\overline{96}$ 大学

Report by:

Inhalation Toxicology Section

NB 920, p. 29

FOT:pgh

July 15, 1971 Date:

Approved by:

Assistant Director



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY WASHINGTON, D.C. 20460

Mark H. Christman Counsel E. I. Du Pont De Nemours and Company Legal D-7010-1 1007 Market Street Wilmington, Delaware 19898

OFFICE OF PREVENTION, PESTICIDES AND TOXIC SUBSTANCES

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APR 1 8 1995

EPA acknowledges the receipt of information submitted by your organization under Section 8(e) of the Toxic Substances Control Act (TSCA). For your reference, copies of the first page(s) of your submission(s) are enclosed and display the TSCA §8(e) Document Control Number (e.g., 8EHQ-00-0000) assigned by EPA to your submission(s). Please cite the assigned 8(e) number when submitting follow-up or supplemental information and refer to the reverse side of this page for "EPA Information Requests".

All TSCA 8(e) submissions are placed in the public files unless confidentiality is claimed according to the procedures outlined in Part X of EPA's TSCA §8(e) policy statement (43 FR 11110, March 16, 1978). Confidential submissions received pursuant to the TSCA §8(e) Compliance Audit Program (CAP) should already contain information supporting confidentiality claims. This information is required and should be submitted if not done so previously. To substantiate claims, submit responses to the questions in the enclosure "Support Information for Confidentiality Claims". This same enclosure is used to support confidentiality claims for non-CAP submissions.

Please address any further correspondence with the Agency related to this TSCA 8(e) submission to:

Document Processing Center (7407)
Attn: TSCA Section 8(e) Coordinator
Office of Pollution Prevention and Toxics
U.S. Environmental Protection Agency
Washington, D.C. 20460-0001

EPA looks forward to continued cooperation with your organization in its ongoing efforts to evaluate and manage potential risks posed by chemicals to health and the environment.

Sincerely,

Terry R. O'Bryan

Risk Analysis Branch

Enclosure

12025A



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Triage of 8(e) Submissions

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Submission number:	1202	SA	TSC	CA Inventory:	\bigcirc	N	D
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Group 2 - Ernie Falke ATOX Group 3 - Elizabeth M	SBTOX	SEN	w/NEUR				
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Submission # 8EHQ. 1092 - 1205 SEQ. A

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M/L

ACUTE INHALATION TOXICITY IN RATS (SEX NOT REPORTED) IS OF MEDIUM CONCERN BASED ON MORTALITY. DOSAGES (4-HOURS) AND MORTALITY DATA ARE AS FOLLOWS: 0.12 MG/L (0/6); 0.38 MG/L (1/6); 0.60 MG/L (2/6); 0.66 MG/L (3/6); AND 2.31 MG/L (6/6). SURVIVORS EXHIBITED INITIAL WEIGHT LOSS. CLINICAL SIGNS WERE DIFFICULTY IN BREATHING, HEAVY BREATHING, GASPING, FACE PAWING, AND LACRIMATION. GROSS EXAMINATIONS REVEALED SUBJECTS THAT DIED DURING EXPOSURE HAD SEVERE PULMONARY EDEMA AND CONGESTION. MICROSCOPIC FINDINGS INCLUDED ACUTE NECROTIC TRACHEOBRONCHITIS, HYPERPLASIA OF GRANULAR ALVEOLAR CELLS, AND DEPLETION OF HEPATIC CELL GLYCOGEN.

SUBACUTE INHALATION TOXICITY IN RATS IS OF LOW CONCERN. DOSAGES (4-HOURS/DAY FOR 10 DAYS) AND MORTALITY DATA ARE AS FOLLOWS: 0 MG/L (0/6); AND 0.087 MG/L (0/6). DURING EXPOSURE THE TREATMENT GROUP EXHIBITED SLIGHT IRREGULAR RESPIRATION AND DID NOT GAIN WEIGHT NORMALLY. NO OTHER CLINICAL OR PATHOLOGICAL SIGNS WERE OBSERVED.